



A FRAMEWORK FOR STATEWIDE FACILITIES PLANNING



CALIFORNIA
POSTSECONDARY
EDUCATION
COMMISSION

Summary

The California Postsecondary Education Commission -- like its predecessor, the Coordinating Council for Higher Education -- has long been involved in various portions of the capital outlay process, including the review of proposals for new campuses and off-campus centers, the review of bond issue legislation, the projection of new campus costs, and the analysis of space and utilization standards. Now, due to the most severe budget crisis in the history of California's State government, and the continuing demand for postsecondary education services, the need for long-range facilities planning has never been more apparent.

To that end, the Commission has agreed to establish a permanent Capital Outlay Planning Advisory Committee that will involve all four of California's systems of higher education and various State regulatory and control agencies in a collaborative effort designed to use scarce resources in the most effective manner. This new committee will review long-range enrollment and space needs projections, analyze capital costs and the approval process for proposed construction, consider alternative funding sources, and serve as a forum for discussing space and utilization standards.

The Commission has also asked that each system of higher education submit to it a 15-year long-range plan every five years beginning in 1994, so that the Commission may submit a total State 15-year plan to the Governor and Legislature every five years beginning in 1995.

Finally, the Commission has revised its guidelines for reviewing proposals for new campuses in order to streamline and clarify the approval process. Although the guidelines were most recently revised only two years ago, growing demand for approval review by the community colleges combined with severe staff reductions at both the Commission and the Department of Finance have made this revision necessary.

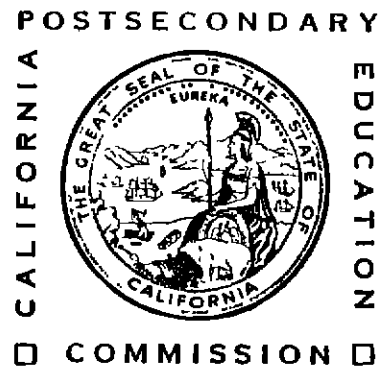
In this report, the Commission explains its rationale for these changes and its expectations of their impact. The Commission adopted this report at its meeting of August 24, 1992, on recommendation of its Fiscal Policy and Analysis Committee.

Additional copies of the report may be obtained by writing the Commission at 1303 J Street, Fifth Floor, Sacramento, CA 95814-2938.

A FRAMEWORK FOR STATEWIDE FACILITIES PLANNING

*Proposals of the California Postsecondary
Education Commission to Improve and Refine
the Capital Outlay Planning Process
in California Higher Education*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938





**COMMISSION REPORT 92-17
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1

Conclusions and Recommendations

CALIFORNIA State government is facing a circumstance unique in its history -- a confluence of massive growth and shrinking resources -- of growing demands for services concurrent with an immense budgetary deficit that is both economically cyclical and programmatically structural. To deal with this dilemma of contraction and expansion, comprehensive planning and the conservation of available resources have never been more needed, and perhaps nowhere is this more true than in higher education.

The demand for admission to the State's campuses is on a steep upward curve, yet there is considerable doubt that the resources needed to provide educational services to the students of the rest of the 1990s, and the buildings to house them, will be forthcoming. As early as 1987, the Commission's executive director warned:

If capital outlay appropriations sufficient to remodel and maintain the existing plant, as well as to provide new construction, are not forthcoming over the next 12 years, it is likely that the segments will experience several negative consequences:

- They may not be able to accommodate all qualified students, particularly those eligible to attend the University and the State University
- Their quality and relevance of instruction will decline if adequate facilities are not provided. This could be particularly serious in the sciences and engineering, where the rapidity of technological change necessitates the availability of modern facilities
- They could suffer increasing health and safety problems, particularly on the older campuses
- The State's enormous investment in its 135 public campuses will be in jeopardy (California Postsecondary Education Commission, 1987, p. 3)

This assessment remains no less true today, and it suggests that, if the need for resources is great, the need for planning to manage those resources is even greater. To make that planning effective, it has become clear that many of the disparate elements that constitute capital outlay planning and review -- projections of enrollment and costs, space standards, the review of proposals for new campuses and centers -- need to be integrated into a single planning framework.

This report is directed to the creation of that framework, the central feature of which must necessarily be a comprehensive consultation process that will involve each of the three systems of California public higher education plus the independent colleges and universities, the Department of Finance, the Office of the Legislative Analyst, and the Commission as central and permanent participants, and -- on an as-needed basis -- such other groups and individuals as the advisory committee may consider appropriate. In addition, as resources permit, the Commission may be able to retain specialists and professional consultants to provide certain technical information relating to construction costs and quality, building codes, and even procedural matters relating to the project approval process itself.

As noted in Part Two of this report, among the Commission's principal historical roles has been its responsibility to review proposals for new campuses and educational centers, and the Commission anticipates refining and streamlining that role in the coming years. To that end, it has revised and renamed its *Guidelines for Review of Proposed Campuses and Off-Campus Centers* to reflect the new realities of the times -- among them, a need to create greater clarity in the definitions of different types of institutions, outline the specifics of systemwide long-range plans, define planning responsibilities more precisely, ensure improvements in inter-system cooperation and communication, and streamline the Commission's own review procedures.

The Commission proposes to establish a forum for preliminary discussion early in the planning process to bring together program and facilities planning issues in these discussions. For that purpose the Commission proposes the following:

1. By October 1992, the Commission will establish a Capital Outlay Policy Advisory Committee (COPAC) to consist of representatives from the Department of Finance, the Office of the Legislative Analyst, the University of California, the California State University, the California Community Colleges, the independent colleges and universities, and Commission staff. Commission staff may invite other individuals, technical experts, and agency representatives to discuss specific subjects with the Committee as appropriate.
2. The Committee, in cooperation with the higher education institutions and the Commission's Intersegmental Program Review Committee (IPRC), may consider the following subjects:
 - A review of long-range capital outlay cost projections of the systems of higher education and the methodologies by which the systems derive those projections,
 - The most cost-effective methods of providing access to students;
 - Ways to reduce the need for additional facilities;
 - Capital outlay administrative and regulatory procedures,
 - Ways to reduce capital outlay costs and extend the life of buildings,
 - Capital outlay funding sources and possible new sources,
 - Space and utilization standards, and
 - The Commission's *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers* (reproduced in Part Three below).

In considering these areas of interest, the Commission wishes to make clear that it does not intend to involve itself in the review of individual proposals for acquisition, planning, working drawing, construction, or equipment funding

that may be developed by the systems of higher education, in the setting of the annual project priority lists submitted to the Department of Finance by the systems, or in the consideration of specific capital outlay projects that may be included in the Governor's Budget and reviewed by the Legislature

3. The Commission requests each of the public systems to develop a long-range systemwide plan for submission to the Commission and the COPAC membership by January 1994, and every five years thereafter, that will include the following elements:
 - For all three public systems, a 15-year undergraduate enrollment projection for the system -- the Community College Chancellor's Office should also submit projections for each district -- presented in terms of both headcount and full-time-equivalent students (FTES). Each systemwide report shall include a full explanation of all assumptions underlying the projection.
 - For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection
 - For all three public systems, evidence within the long-range plan of cooperative planning with the other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with other planning efforts. Wherever possible, consideration should be given to the physical capacities and future expansion plans of existing independent colleges and universities. If disagreements exist among the public systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements
 - For all three public systems, the physical and planned enrollment capacity of each institution within the system. Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects

Planned enrollment capacity shall be defined as the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.

- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- university campuses, community colleges, and educational centers; the approximate capacity of these institutions at opening and after five and ten years of operation, the geographic area in which these institutions are to be located (region of the State for the University of California, county for the California State University, and district for community colleges); and whether an educational center is proposed to be converted into a community college or university campus within the 15-year period specified
- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the 15 years (e g opening enrollment of 2,000 FTES; and 5,000 FTES five years later, etc.) together with a statement of the assumptions used to develop the cost projection.
- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection

and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget

- 4 The Commission also asks that the three public systems submit by December 1, 1992, a progress report on the development of their long-range plans that will include ten-year enrollment projections, preliminary expansion plans that will include the approximate locations and opening dates of all proposed new university campuses and educational centers, and a prioritization of those expansion plans by the year or range of years in which students are expected to be admitted
5. The Commission, in consultation with the Advisory Committee, will review the plans of the public systems, engage in extensive consultation with representatives from the independent colleges and universities, and integrate all planning efforts into a single statewide development plan for higher education to be presented to the Legislature in January 1995 and every five years thereafter. In its long-range development plan, the Commission shall recommend to the Governor and the Legislature whatever changes in matters relating to capital outlay that it deems reasonable and prudent.
- 6 The Commission hereby adopts its revised *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers* and will forward copies to the central offices and all campuses of the three public systems of higher education in California, and to the Association of Independent California Colleges and Universities

2 *Background for the Recommendations*

Origins of coordinated planning in the 1960 Master Plan

According to the Master Plan Survey Team that wrote *A Master Plan for Higher Education in California 1960-1975*, the primary reason for designing that plan was

the introduction in the 1959 Legislature of 23 bills, three resolutions, and two constitutional amendments designed (a) either to establish or to study the need for new institutions, (b) change the functions of existing institutions, and (c) change the present structure for the organization, control, and administration of publicly supported higher education in the state (1960, p. 20)

To form the basis for more orderly planning in higher education, the Survey Team sought to develop accurate 15-year projections of enrollment, differentiate the functions of California's public colleges and universities, and estimate the long-range costs of expansion and the State's ability to pay those costs. But the Survey Team knew that a stronger coordinating mechanism was needed than the Liaison Committee of the Regents of the University of California and the State Board of Education -- the latter being the agency responsible for the state colleges and the community colleges at that time. The team noted that the voluntary coordinating machinery of the Liaison Committee had been weakened "by certain unilateral actions taken by the boards in violation of existing agreements and on matters of mutual concern which had not first been considered by the Liaison Committee" (p. 21)

To correct this problem of ineffectual voluntary coordination, and to diminish political influence in the establishment of new campuses, the Survey Team called on the State to create a coordinating board with three functions:

- Review of the annual budget and capital outlay requests of the University and the State College

System, and presentation to the Governor of comments on the general level of support sought

- Interpretation of the functional differentiation among the publicly supported institutions provided in this section, and in accordance with the primary functions for each system as set forth above, advise The Regents and The Trustees on programs appropriate to each system
- Development of plans for the orderly growth of higher education and making of recommendations to the governing boards on the need for and location of new facilities and programs (p. 3)

In passing the Donahoe Higher Education Act (Chapter 49, Statutes of 1960), the Legislature assigned all three of these functions to the new Coordinating Council for Higher Education -- the predecessor of the California Postsecondary Education Commission. Significantly, the issue of capital outlay forms the basis of two of the three functions that the Survey Team, and subsequently the Legislature, thought appropriate for the new Council, and to the extent that program review and capital outlay are related -- as they surely are -- all three functions can be said to deal with physical facilities

Developments in coordinated planning since 1960

In the five years following legislative adoption of its charter legislation, the Council published four reports dealing with capital outlay planning (1963, 1964a, 1965a, and 1965b), each of which dealt with the need for new campuses and off-campus centers. In two other reports, it addressed the State's ability to generate sufficient capital and support budget resources to build and staff those institutions (1962 and 1964b). The Council later dealt with the issue of space and utilization standards in three reports (1966, 1971, and 1973), as did the Postsecondary Education Commission (1986a, 1986b, 1990b), after taking over the Council's responsibilities

Not until the late 1980s, however, when planners foresaw another major wave of students did the next phase of concern for capital planning begin. Both the appointed Commission for the Review of the Master Plan for Higher Education and the Legislature's Joint Committee for the Review of the Master Plan were concerned with the dilemma of burgeoning enrollments coincident with contracting resources, but other than reiterating the Postsecondary Education Commission's central role as California's official long-range planning agency, neither group offered a solution to the dilemma.

Following these deliberations on the Master Plan, the Commission launched a long-range planning effort in 1989 that produced *Higher Education at the Crossroads* (1990a) as well as a substantial revision in the Commission's *Guidelines for Reviewing Proposals for New Campuses and Centers* (1990c), reproduced in Appendix A. Through both of those efforts, the Commission sought to encourage more detailed enrollment planning and greater comprehensive planning on both a systemwide and intersegmental basis, as well as a statewide orientation to the development of new campuses and off-campus centers.

Since 1990 the Commission has worked to formalize a new approach to capital outlay planning that will accomplish these goals. The approach involves three elements that the Commission explains on the following pages: (1) a more comprehensive statewide planning process; (2) a streamlined approval process for proposed institutions, and (3) improvements in the financing process and in cost effectiveness.

A more comprehensive statewide planning process

The need for comprehensive statewide planning has never been greater. In previous eras, when resources were more plentiful than they are today, it somehow seemed possible to consider proposals for new campuses and new programs separate from space standards, cost indices, or changes in mission or function. Clearly, California no longer has the luxury of such a piecemeal approach. Today, if one of the State's three public systems of higher education proposes a new campus, the need for that campus must be gauged against any and all other needs

in the State, against the expansion plans of the other two public systems, and against the plans and existing facilities and programs in the independent sector. Where California may once have looked at fee levels and student financial aid in isolation, now it is well known that changes in fees and aid can have a direct effect on enrollment levels, the need to build new classrooms, the availability of programs, the diversion of students from one system to another, and ultimately, plans for new institutions.

Given the resource restrictions on higher education, California's first need is for effective, statewide, comprehensive planning. Traditionally, each of the public systems has acknowledged only its own needs as defined by each governing board's interpretation of its Master Plan mission. If, for example, the University of California sees enrollment pressure emanating from its Master Plan responsibility to admit the top one eighth of high school graduates, it tends to respond by building more facilities and planning more campuses to accommodate that pressure, despite the fact that cooperative arrangements with other systems or better funding of student financial aid programs might possibly produce diversions to less expensive systems and thereby save the State both capital outlay and support dollars. Similarly, community college districts may plan for their own district needs without fully considering unused capacity in adjoining districts or in four-year institutions.

The need for both inter-system and inter-district communication is apparent, and while the Commission has always required such communication in the development of specific proposals for new campuses and educational centers, it may also be useful for some communication to take place at an earlier, statewide planning stage. The Commission spoke to this in *Higher Education at the Crossroads*, and recommended closer collaborative planning among the systems (1990a, p. 3), but the idea has never been incorporated into a regular and more permanent process.

Such a process meets its first challenge in the development of enrollment projections. Historically, the Demographic Research Unit (DRU) of the Department of Finance has developed statewide projections, based primarily on demographic considerations, for undergraduates in the two university systems, as well as for each community college district in the State. Currently, it makes statewide 15-

year projections for the University of California and the California State University. Taking these projections into account, the university systems then produce their own statewide and individual campus projections, often with somewhat differing assumptions, and in the State University's case, with an entirely different methodology than DRU employs. In doing so, however, each system has paid little attention to the analytical efforts of the other systems, which has tended to render the projections almost immune from statewide policy considerations that cut across system boundaries.

Equally important, the Commission had expected that the Demographic Research Unit would continue to project enrollments over a ten-year period for California's community college districts, as well as make special projections for proposals for new colleges and educational centers, but budget cutbacks at the Department of Finance have meant that DRU must rely entirely on the Chancellor's Office and the districts to develop district and special projections, with DRU merely reviewing and acting on them. DRU will, however, continue to produce an overall statewide projection for the community colleges. Concerning special projections, DRU's new *Guide for Community College Districts* (reproduced in Appendix B) warns that if the districts submit more projections than its staff can review in the time available between October and February each year, the Chancellor's Office must prioritize the projections for DRU review, with the possibility that DRU may be forced to delay some reviews until the following October.

A second challenge to the new planning context is the approval process for new institutions. In the past, the systems and the Commission have assumed that decisions on the number and location of new campuses and centers will flow almost automatically from enrollment planning. In other words, once a 10- or 15-year enrollment projection is developed, the growth numbers will indicate the exact number of new institutions required, with the only remaining task being a site-by-site analysis that is heavily dependent on local politics and planning readiness. In the community colleges, for example, the readiness of one district with a slight need for a new educational center may give it a priority over another district with a greater need but a lesser planning presence. In such a system, no comprehensive planning strategy that is both inter-system

and statewide in scope can emerge, and the result may be the overbuilding of one region or locale and lack of service to others.

If there is to be a truly comprehensive planning process for California, it must include not only enrollment and institutional projections but cooperative efforts among all of the systems of postsecondary education, including the independent institutions as appropriate, and a statewide planning agency that can act as an arbiter of disagreements as well as a reviewer of specific proposals. The 1960 Master Plan -- and every master planning effort since -- envisioned the need for some agency "to review plans for the orderly growth of higher education" and to determine "the need for and location of new facilities and programs" (1960, p. 3), a process that has never been more important than it is at the present time.

A streamlined process to review proposals for new institutions

Integral to any capital outlay review model is a procedure for screening individual proposals for new campuses and educational centers, and the Commission -- as well as the Coordinating Council before it -- has a long history of considering and approving the regulations that guide that procedure.

In the Coordinating Council's time, this process was never formalized, but left to periodic assessments of general statewide need that tried, and usually failed, to evaluate the merits of specific proposals. When the Commission came into existence in 1974, one of its first acts was to draft specific regulations for the review of new institutions, and in 1975 it approved a document entitled *The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers -- Guidelines and Procedures* (1975). The Commission revised that document in 1978 and again in 1982, each time effecting adjustments in definitions or time schedules, but always maintaining the same basic form as the original.

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (1990c and Appendix A). Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory

function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence. These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria. At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal.

This three-stage review concept -- statewide plan, preliminary review, then final review -- appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons:

- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent. These requirements warrant greater clarification, particularly regarding the need for inter-system cooperation, to assist the systems and community college districts in the development of proposals.
- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems. In practice, this assumption was overly optimistic, and the new revision reproduced in Part 3 of this report more specifically recognizes the major functional differences among the three systems.
- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments.
- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process. Consequently, certain timelines have been short-

ened, and all have been clarified as to the duration of review at each stage of the process.

- Over the years, many terms such as "college," "center," and "institution" have become confused. The new revision in Part 3 seeks to define such terms precisely, which should help avoid confusion and thereby accelerate the approval process.

Improvements in financing and cost effectiveness

The third element in the new approach concerns financing and cost effectiveness. It includes a wide variety of subjects on which the Commission has previously issued reports and may issue more in the future. Among them are the following subjects:

1 Comprehensive long-range cost projections

At the present time, long-range capital outlay cost projections are highly tenuous. Each of the systems is required to develop a five-year plan for capital construction that is intended to account for all planning, working drawings, construction, and equipment projects for which any funds are to be appropriated within the planning window. These plans are generally quite accurate for the first three years, assuming the funding stream for the first year or two is uninterrupted. The fourth and fifth years, however, often show much softer numbers that are almost inevitably subject to major changes when the following year's plan emerges. Moving past the five-year period, the projections become even more nebulous, particularly in the community colleges, since neither the districts nor the Chancellor's Office has been able to retain as many planners as have the baccalaureate systems.

In spite of this problem, long-range capital outlay projections are essential to a viable framework for capital planning, and the Commission must undertake a continuing effort, through the advisory committee process, to improve and refine long-range projections. In proposing such projections, it is not intended that the public systems be held rigidly to the numbers the projections produce. Rather, it is intended to provide the Governor and the Legislature with an indication of future needs, and thereby

give policymakers substantial lead times in which to make decisions. It is also intended to encourage and promote the discipline of planning, which may be described as an attitude or mind set of continually looking forward beyond the concerns of immediate problems and crises

2 The capital outlay process

The capital outlay process is a subject area at least as complicated as space and utilization standards, and equally deserving of a permanent place within the planning framework. A permanent consultative forum is clearly needed -- a policy advisory committee consisting of representatives from control agencies and the systems that will address possible increases in efficiency, procedural improvements, and the proper allocation of responsibilities. Such a forum does not now exist, but should be part of a permanent long-range planning process.

3 The cost of construction

A corollary to both space standards and the process of approving building programs is the cost of the buildings themselves. Where space standards determine the number of square feet to be constructed, and the capital outlay process determines the construction time schedule, construction costs can extend or constrain a given level of appropriation. Construction costs are determined by the preferences of educators, the experience of architects, engineers, and contractors, and the constraints of both State and local building codes. As a result, they may be less amenable to analysis by State policymakers. Nevertheless, and probably with the use of professional engineering consultants, an advisory group with broad representation might well find ways to generate economies in higher education construction projects. One possibility is the construction of more durable buildings that may cost more initially, but which will be more cost effective in the long run.

It should be noted in this context that the Legislature has proposed Supplemental Language to the 1992-93 Budget Act that calls for the University and the State University, "in consultation with the Department of Finance and the Legislative Analyst's Office, (to) prepare a report on the differences in construction costs of state-funded general aca-

dem, office, classroom, and laboratory buildings at the UC and the CSU." This study is due to be completed by February 1, 1993, and will involve the retention of an engineering consultant.

4 Capital outlay fund sources

In the Commission's preliminary report on long-range capital planning (1992), it identified eight capital outlay funding sources, including:

- General obligation bonds,
- Lease-payment bonds (also called revenue bonds or self-liquidating bonds),
- Direct General Fund appropriations;
- Federal appropriations,
- Student fees -- a portion of which could be directly allocated to construction projects or bond debt service,
- Special taxes levied exclusively for capital outlay,
- Lease purchase agreements, and
- Private giving.

It is possible that other funding sources could be discovered or that a greater emphasis could be placed on certain sources that were not previously used extensively. Also, a recent discussion within the community college system centered on the issue of State and local sharing of responsibilities for capital construction -- a discussion that could be extended under the Commission's auspices. It might also be useful to survey other states to determine what methods they use to finance capital construction. One not mentioned previously is tax incentives to business, industry, and even individuals to contribute to capital costs, and another might be the use of redevelopment money.

5 Alternative instructional delivery techniques

Many alternative delivery systems have been discussed over the years, some extensively. Among the options are year-round operations; greater use of educational centers; greater utilization of facilities in the afternoons and evenings, the joint use of facilities by more than one system, expansion of

student aid to better utilize the independent sector, diversion of University and State University students to the community colleges, perhaps by encouraging community college educational centers on the campuses of four-year institutions; and greater use of technology.

All of these subject areas have been considered before, often by the Commission, but that is not to say that further exploration might not prove worthwhile. In most cases, these options produce either greater access (e.g. year-round operations, the use of educational centers, instructional television) or enhanced programming (computer aided instruction) rather than cost savings, but it is equally clear that a comprehensive approach to capital outlay planning and review must be prepared to consider cost saving alternatives.

6. *Space and utilization standards*

The Commission has issued reports since 1965 on this subject, most recently in *A Capacity for Learning: Revising Space and Utilization Standards for California Public Higher Education* (1990b). In the first recommendation in that report, the Commission called for the permanent establishment of an Advisory Committee on Space and Utilization Standards as an arbiter and referee over the entire subject matter area. The creation of such a deliberative committee would necessarily be an integral part of any improved planning context for capital outlay review, but that recommendation and the others in the report have not yet been approved or implemented by other agencies. As a result, the Commission has moved to implement them by means of the proposals it outlined in Part One of this report and the revision of its *Guidelines* it offers in Part Three on the following pages.

3

Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers

Introduction

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.

It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed

by the segments when submitting proposals, and the contents of the required "needs studies."

Reasons for the 1992 revisions

By 1992, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population. This revision is offered primarily to deal with two problems:

- First, the missions of each of the public systems of higher education in California are so different that it has become evident that a unified set of guidelines and procedures cannot serve for all three.
- Second, the unprecedented number of proposals emanating from the California Community Colleges has forced the Commission to clarify, and if possible, to streamline the process. Where the Commission has historically reviewed no more than two or three proposals per year at the most, it is probable that the Commission will be asked to review a number of proposals over the next several years that is considerably higher than the historical average. There may also be proposals from the four-year institutions for new university campuses and educational centers. Because of this, the Commission has endeavored to shorten its review time (from six to four months) for community college educational centers, and to establish specific deadlines for the review of other proposals.

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to

the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers:

- 1 It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges; (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign countries.
- 2 The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.
- 3 The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.
- 4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.
- 5 The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.
- 6 Planned enrollment capacities are established for and observed by all campuses of public post-secondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the Califor-

nia Community Colleges), the Trustees of the California State University, and the Regents of the University of California.

Definitions

For the purposes of these guidelines, the following definitions shall apply:

Outreach Operation (all systems) An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students (FTES) at a single location.

Educational Center (California Community Colleges) An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.

Educational Center (The California State University). An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California) An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus. The center must offer courses and programs only at the upper division and

graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution. Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges): A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district, colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor.

University Campus (University of California and The California State University): A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees; university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor.

Institution (all three systems) As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation.

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not. The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role.

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions: (1) the formulation of a long-range plan by each of the three public systems, (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board, and (3) the submission of a "Needs Study" by the systemwide governing board. Each of these stages is discussed below.

1. *The systemwide long-range plan*

Plans for new institutions should be made by the Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions. Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment.

Each systemwide long-range plan should include the following elements:

- ▶ For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES). Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections.
- ▶ For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection.
- ▶ Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public sys

tems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area. The physical capacities of existing independent colleges and universities should be considered. If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements.

- ▶ For all three public systems, the physical and planned enrollment capacity of each institution within the system. Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects. Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.
- ▶ For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses; the approximate capacity of those institutions at opening and after five and ten years of operation, the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges), and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified.
- ▶ A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e.g. opening enrollment of 2,000 FTES, 5,000 FTES five years later, etc.), together with a statement of the assumptions used to develop the cost projection.
- ▶ A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to de-

velop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2 The "Letter of Intent to Expand"

New university campuses No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information.

- ▶ A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- ▶ The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University).
- ▶ If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified.
- ▶ A time schedule for development of the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- ▶ A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- ▶ A copy of the resolution by the governing board authorizing the new university campus.
- ▶ Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

Conversion by the University of California or the California State University of an existing educational center to a university campus No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- ▶ The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- ▶ If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- ▶ A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- ▶ A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus.
- ▶ A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus
- ▶ Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations

New educational centers of the University of California and the California State University No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the

Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- ▶ A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- ▶ The location of the new educational center in terms as specific as possible. An area not exceeding a few square miles in size should be identified
- ▶ If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- ▶ A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- ▶ A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- ▶ A copy of the resolution by the governing board authorizing the new educational center
- ▶ Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations

New California Community Colleges No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- ▶ A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
 - ▶ The location of the new college in terms as specific as possible, usually not exceeding a few square miles
 - ▶ A copy of the district's most recent five-year capital construction plan
 - ▶ If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term) Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
 - ▶ A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
 - ▶ A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
 - ▶ A copy of the resolution by the Board of Governors authorizing the new college
 - ▶ Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations
- ▶ A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
 - ▶ The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles
 - ▶ A copy of the district's most recent five-year capital construction plan
 - ▶ If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term) Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act
 - ▶ A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
 - ▶ A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
 - ▶ A copy of the resolution by the Board of Governors authorizing the new educational center
 - ▶ Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations

New California Community College educational centers No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

3 *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution. If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief

executive officer to move forward with site acquisition or further development plans. The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process. If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4. *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act. So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies.

Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission. The needs study must respond fully to each of the criteria outlined below, which collectively will constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below.

5. *Commission action*

Once the Commission has received the completed needs study, the Executive Director shall certify the completeness of that Needs Study to the system-

wide chief executive officer. The Commission shall take final action on any proposal for a new institution according to the following schedule:

New university campus

University of California One Year

The California State University One Year

New college

California Community Colleges Six Months

New Educational Center

University of California Six Months

The California State University Six Months

California Community Colleges Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education." The criteria below follow that categorization.

Criteria related to need

1 Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution,

the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions, included as Appendix B of these guidelines.

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, Weekly Student Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided.

1.2 For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding.

1.3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment pro-

jection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.4 For a new California State University campus, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding.

1.5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or

educational centers, compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

2 Programmatic alternatives

2.1 Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institutions, (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions, (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.

3 Serving the disadvantaged

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

4 Academic planning and program justification

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff for the new institution, must be provided.

5 Consideration of needed funding

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

Criteria related to location

6 Consideration of alternative sites

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

7 Geographic and physical accessibility

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students -- defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area -- must be demonstrated.

8 Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

9 Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be

demonstrated by letters of support from responsible agencies, groups, and individuals.

9 2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other systems

9 3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new college or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

Other considerations

10. *Economic efficiency*

10 1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied

10 2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of April 1993, the Commissioners representing the general public are:

Henry Der, San Francisco, *Chair*
C. Thomas Dean, Long Beach, *Vice Chair*
Mim Andelson, Los Angeles
Tong Soo Chung, Los Angeles
Helen Z. Hansen, Long Beach
Mari-Luci Jaramillo, Emeryville
Lowell J. Paige, El Macero
Stephen P. Teale, M.D., Modesto

Representatives of the segments are

Alice J. Gozales, Rocklin, appointed by the Regents of the University of California,
Yvonne W. Larsen, San Diego, appointed by the California State Board of Education,
Timothy P. Haidinger, Rancho Santa Fe, appointed by the Board of Governors of the California Community Colleges,
Ted J. Saenger, San Francisco, appointed by the Trustees of the California State University,
Kuhl M. Smeby, Pasadena, appointed by the Governor to represent California's independent colleges and universities, and
Harry Wugalter, Ventura, appointed by the Council for Private Postsecondary and Vocational Education

The student representatives are

Christopher A. Lowe, Placentia
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938, telephone (916) 445-7933.

A FRAMEWORK FOR STATEWIDE FACILITIES PLANNING

California Postsecondary Education Commission Report 92-17

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, 1303 J Street, Fifth Floor, Sacramento, California 95814-2936

Recent reports of the Commission include:

92-4 Prospects for Long-Range Capital Planning in California Public Higher Education: A Preliminary Review. A Staff Report to the California Postsecondary Education Commission (January 1992)

92-5 Current Methods and Future Prospects for Funding California Public Higher Education. The First in a Series of Reports on Funding California's Colleges and Universities into the Twenty-First Century (March 1992)

92-6 Commission Comments on the Systems' Preliminary Funding Gap Reports. A Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (March 1992)

92-7 Analyses of Options and Alternatives for California Higher Education: Comments by the Staff of the California Postsecondary Education Commission on Current Proposals for Change in California's Public Colleges and Universities (March 1992)

92-8 Faculty Salaries in California's Public Universities, 1992-93. A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (March 1992)

92-9 Fiscal Profiles, 1992. The Second in a Series of Handbooks about the Financing of California Postsecondary Education (March 1992)

92-10 Student Profiles, 1991. The Second in a Series of Annual Factbooks About Student Participation in California Higher Education (March 1992)

92-11 Meeting the Educational Needs of the New Californians. A Report to Governor Wilson and the California Legislature in Response to Assembly Concurrent Resolution 128 (1990) (March 1992)

92-12 Analysis of the 1992-93 Governor's Budget. A Staff Report to the California Postsecondary Education Commission (March 1992)

92-13 Postsecondary Enrollment Opportunities for High School Students: A Report to the Legislature and the Governor in Response to Chapter 554, Statutes of 1990 (June 1992)

92-14 Eligibility of California's 1990 High School Graduates for Admission to the State's Public Universities. A Report of the 1990 High School Eligibility Study (June 1992)

92-15 Progress of the California Science Project. A Report to the Legislature in Response to Chapter 1486, Statutes of 1987 (June 1992)

92-16 Supplemental Report on Academic Salaries, 1991-92: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Supplemental Language to the 1979 and 1981 Budget Acts (August 1992)

92-17 A Framework for Statewide Facilities Planning: Proposals of the California Postsecondary Education Commission to Improve and Refine the Capital Outlay Planning Process in California Higher Education (August 1992)

92-18 Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers. A Revision of the Commission's 1990 *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (August 1992)

92-19 Approval of the Lemoore Center of the West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors to Recognize the Center as the Official Community College Center for the Lemoore/Hanford Area of Kings County (August 1992)

92-20 Commission Comments on the Systems' Final Funding Gap Reports. A Second Report to the Legislature and the Governor in Response to Supplemental Report Language of the 1991 Budget Act (August 1992)

92-21 Services for Students with Disabilities in California Public Higher Education, 1992. The Second in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (August 1992)

92-22 Exchanging Students with Eastern Europe: Closing a Half-Century Learning Gap. A Report to the Governor and Legislature in Response to Assembly Concurrent Resolution 132 (Resolution Chapter 145, Statutes of 1990) (August 1992)

92-23 1992-93 Plan of Work for the California Postsecondary Education Commission. Major Studies and Other Commission Activities (August 1992)